

City of Fayetteville

# **Southside Taskforce Report**

---

**December 18, 2002**

Urban Collage, Inc.

in cooperation with URS & Robert Charles Lesser & Co. LLC

## **Background**

In August 2002 City of Fayetteville officials encouraged several landowners, with significant portions of property on the south side of the City, to form a master development plan for the area. The plan would seek to coordinate development efforts between the three major landowners and reorganize areas of commercial zoning to create a more desirable development pattern and mitigate potential development and traffic impacts. As the framework of the plan was nearing completion, area residents voiced their concern regarding the master plan, the intensity of potential commercial development and the potential impact of increased traffic in the Southside area.

In September 2002 a Southside Taskforce was created to more fully hear the concerns of area residents and to create a forum for discussion and compromise. The taskforce was comprised of landowners, developers, city officials and city and county residents who were concerned with the potential for development within the study area.

As a first step, planners from Urban Collage, Inc., the consulting firm hired by the City of Fayetteville to facilitate the taskforce process and meetings, met with taskforce members and City Council members individually and in small groups between October 3 and October 11, 2002. These interviews provided stakeholders an opportunity to express their concerns and relate their goals for the process.

Following the interviews, the taskforce met collectively on four occasions. The first meeting included a review of existing site conditions (zoning, land use, property ownership) and an issue summary detailing major concerns and key questions voiced by taskforce members during the one-on-one and small group interviews. The first meeting also included a discussion of general concerns and concepts and concluded with the definition of four key goals for the master plan's development (see Goals section of this report).

The second taskforce meeting focused on three options, developed by the consulting team, displaying various land use alternatives that would meet the goals identified by the taskforce and address community concerns. Of the three alternatives, one option was eliminated. To better understand the details of the two remaining alternatives and to discuss their concerns with each the three property owners represented on the taskforce asked for follow-up one-on-one meetings.

The third taskforce meeting focused discussion and consensus building around a single alternative, a compromise of the remaining two alternatives from Taskforce Meeting #2 with modifications based on negotiations with property owners and market information from Robert Charles Lesser & Co. LLC. The final taskforce meeting focused on a review of the final land use plan, a conceptual site plan of potential "build-out" and this report document.

## **Existing Conditions**

The Southside Master Plan area consists of 267.2 acres of land on the south edge of the City of Fayetteville, Georgia. It encompasses portions of Georgia Highway 85/Glynn Street, the Georgia Highway 92 Connector, Jimmie Mayfield and Bradley Drive. The property today is largely undeveloped. Several residences owned by the Simpson family exist north of the Highway 92 Connector west of Perry Creek and two residences owned by the Dennis family exist to the east of Perry Creek. An Ingle's supermarket is located on the south side of the Highway 92 Connector west of Perry Creek.

In regards to zoning, the 267.2 total acres are comprised of:

- 97 Acres of commercially zoned land
- 170.2 Acres of residentially zoned land (including 21.3 acres of townhouses and 148.9 acres of single family housing)

The 53.2-Acre Simpson parcel is not within the City of Fayetteville limits, but is zoned as agricultural land by Fayette County and is included as single-family residential land in the figures above. Study area context, existing land use and existing zoning maps may be found on the following pages.

Three major roadways serve the area. Highway 85/Glynn Street is the City of Fayetteville's most heavily traveled north-south arterial, providing access into and through the downtown area. A Southside landowner constructed the Highway 92 Connector as a two-lane arterial to connect Highway 85 to Jimmie Mayfield with the intention of becoming a south or southeast bypass around the city. Jimmie Mayfield is a two lane arterial providing north-south access from Downtown Fayetteville to Fayette County residential areas.

## **Goals**

Based upon the stakeholder interviews discussed in the Introduction, an issues summary matrix was developed. The matrix, found on the following pages, outlines:

- **Commercial Land Use and Zoning:** Minimize impact of commercial zoning on residential areas. Provide for a "stepped down" approach toward County residential areas.
- **Residential Land Use and Zoning:** Limit high density housing unless limited to specific markets. Consider a series of "new urbanism" or "themed" neighborhoods. Housing types of higher density should generally be located closer to town.
- **Open Space:** Develop a meaningful open space that can be used by residents in the area.
- **Transportation and Circulation:** Encourage development north and south of the 92 Connector to be self-contained with interconnected streets/paths. Bikeways and greenways should be maximized.

In addition to these four issue areas a set of goals was developed at the first taskforce meeting to guide the development of Southside Master Plan alternatives:

- Develop a better understanding of the **intensity and character of proposed commercial developments.**
- Develop an approach to **"step down" the intensity of development** as it approaches existing residential areas.
- Develop a **meaningful, useful open space** as part of the Master Plan.
- Mitigate the **impact of increased traffic** on the surrounding area.

**INSERT MAPS and MATRIX HERE**  
**Study Area Context**

**Existing Land Use**

**Existing Zoning**

**Issues Matrix**

## **Master Plan**

The final master plan will include a land use plan, a conceptual site plan displaying potential development patterns and a development agreement between the City of Fayetteville and the involved property owners/developers. The master plan, as outlined in this document, calls for:

- 124.5 total commercial acres,
- 19.0 total office and institutional acres,
- 109.2 total residential acres,
- 14.5 total acres of open space (including 5 acres of residential land that is set aside as part of the PCD Zoning area).

The master plan includes the annexation and rezoning of the Simpson parcel (see ownership map) as a Planned Community Development and the reorganization of parcels and zoning classifications for land owned by Rolader-Sheffield. The plan consolidates commercial property along Highway 85 and at the intersection of the Highway 92 Connector and Jimmie Mayfield. A small Office and Institutional node is located at the corner of Jimmie Mayfield and Bradley Drive. The remaining parcels are zoned for residential development and are bisected by a 300' greenway along Perry Creek north of the 92 Connector. The plan includes three significant open spaces including a 4.8-acre parcel on the northwest corner of Bradley and Jimmie Mayfield, a 3.2-acre parcel to the west of Jimmie Mayfield at the city limits and a 3.5-acre parcel on either side of Perry Creek north of the 92 connector.

## **Issues**

Throughout the Southside Master Plan process, a number of more detailed issues were discussed. The following sections describe each issue and their resolution in the master plan, including:

1. Commercial Land Use and Zoning,
2. Residential Land Use and Zoning,
3. Open Space,
4. Transportation and Circulation,
5. Environmental Conditions,
6. Schools Impact,
7. Annexation,
8. City Facilities and Services.

### **1. Commercial Land Use and Zoning:**

One goal of the Southside Master Plan was to limit the total area of commercial buildings that could be built in the Southside Area. Under existing zoning, 97 acres of commercial land exist on the Meeks and Rolader parcels with an ability to accommodate approximately 550,000 square feet of commercial space. Without the Southside Master Plan, these commercial areas could be developed in any manner consistent with current development codes in the City of Fayetteville. Additionally, based on the precedent of the Kroger Development on Highway 85 in the Southside area, the taskforce must assume that some portion of the Simpson parcel would likely be rezoned to commercial land through application to Fayette County in the absence of a Southside Master Plan. Thus, the total likely commercial acreage without the Southside Master Plan would total 120.7 acres and a total building area of approximately 650,000 square feet.



INSERT MASTER PLAN MAP

With the completion of the master plan the total acreage of commercially zoned land in the Southside area has increased by 21.2 acres. The increase is attributed to the proposed annexation of 23.7 acres of proposed commercial development. Commercial zones within the existing city limits have been relocated to create a node at Jimmie Mayfield and Highway 92 rather than a sprawling mass of commercial buildings along Jimmie Mayfield and Bradley Drive. The relocation of commercial zones to this node has resulted in a decrease of 2.5 commercial acres within the existing city limits. The total amount of potential commercial building area has not changed between existing zoning and the proposed plan. The development agreement that will accompany the completed master plan will further allow the city to regulate the size, type and character of commercial buildings to create more of a neighborhood/village commercial node rather than a regional marketplace.

a. Existing Commercial Zoning vs. Proposed Commercial Zoning:

<b>Property Owner</b>	<b>Current Acreage</b>	<b>Proposed Commercial</b>	<b>Difference</b>
Rolader	64.1	61.6	- 2.5
Simpson	0*	23.7	+23.7
Meeks	32.9	32.9	0
Total	97.0	118.2	+21.2

\*- 23.7 acres of the Simpson parcel would likely be rezoned to commercial uses through application to Fayette County in the absence of the Southside Master Plan bringing the total existing commercial acreage to 120.7 acres

b. Results of the Southside Master Plan:

- i. Commercial properties were relocated from along Jimmie Mayfield and on the south side of Bradley Drive to a "neighborhood commercial node" at Jimmie Mayfield/Highway 92.
- ii. Development shall be "stepped down" to adjacent residential areas by developing single-family housing between commercially zoned land and existing residential neighborhoods. No relocated commercial land abuts any existing residential subdivisions in the City or unincorporated County.
- iii. Commercial zoning would not allow for "Big Box" retail development (C-3 includes a maximum floor area of 75,000 SF for any single tenant and a total of 100,000 SF max for any single commercial parcel). A smaller floor area maximum for single tenants should be considered as part of the development agreement.
- iv. Building architecture and signage would be controlled throughout the Southside area by city codes and ordinances.
- v. Buildings should be placed at the front of commercial parcels (within 50-100 feet of the required setback) to frame roadways with a majority of parking in the rear.
- vi. In addition or in coordination with the open space requirement for each parcel, commercial buildings should be buffered from residential areas, particularly near loading/unloading, storage and service areas.
- vii. Additional restrictions to be considered in the development agreement include a reduced allowable floor area for single tenants, additional architectural controls to encourage placement of buildings along streets, area wide storm water retention/detention areas and expanded buffers between commercial and residential areas.

- viii. A community facility such as a recreation facility, place of worship or other community use should be considered adjacent to Perry Creek between the two major intersections (85/92 Connector and 92 Connector/Jimmie Mayfield) to enhance the plan and reduce the total amount of commercial building area.

## **2. Residential Land Use and Zoning:**

At the outset of the Southside Master Plan process, city officials and area residents were concerned with the total number of potential residential units and the density of residential areas proposed in the Southside area. Based on the stakeholder interviews and information supplied by Robert Charles Lesser & Co. LLC, an attempt was made to reduce the total number of residential units and to provide a wider variety of housing types through the Southside Master Plan.

The master plan presented here has reduced the total number of residentially zone acres from 170.2 to 109.2 by interchanging commercially zoned land west of Jimmie Mayfield and residentially zoned land east of Jimmie Mayfield, adding open space and adding office and institutional areas. Additionally, the total number of residential units that can be built under the master plan is 285, a reduction of 11.5% from the number of housing units allowed under existing zoning. The table below assumes that the Simpson parcel would be developed with one-acre residential lots if used solely for residential purposes.

a. Existing Residential Zoning vs. Proposed Residential Zoning:

<b>Property Owner</b>	<b>Current Acreage</b>	<b>Current Units</b>	<b>Proposed Acreage</b>	<b>Proposed Units</b>	<b>Difference Acreage</b>	<b>Difference Units</b>
Rolader	117.0	275	89.7	235	-27.3	-40
Simpson	53.2	47	19.5	50	-33.7	+3
Meeks	0	0	0	0	0	0
Total	170.2	322	109.2	285	-61.0	-37

b. Residential Character:

- i. Zoning for Townhomes has been split into three (3) smaller developments.
- ii. A variety of housing types is provided by the master plan including single-family detached homes, cluster homes on small lots and attached townhomes (a breakdown of residential units by type can be found at the end of this report).
- iii. Building architecture and signage would be controlled throughout the Southside area by city codes and ordinances.

## **3. Open Space:**

Under existing zoning, no large, useable open space would be provided in the Southside area. While individual developments would follow open space and buffer ordinances, much of the open space would likely be placed along major roadways and not useable by the general public.

Under the proposed master plan, three separate parcels totalling approximately 15 acres would be provided for public use. Additionally, property owners have agreed to treat Perry Creek, north of the Highway 92 connector, as a perennial stream (despite its official status as

an intermittent stream by the USGS) allowing a 100-foot property buffer and a 150-foot impervious surface buffer on either side of the stream.

- a. Dedicated open space will be provided along Perry Creek north of the Highway 92 Connector.
- b. Major open spaces will be provided along Jimmie Mayfield across from Bradley Drive and north of the Kingswood subdivision and adjacent to Perry Creek on the north side of the Highway 92 Connector.
- c. A system of paths, sidewalks and pedestrian connections will be provided throughout the Southside area both adjacent to roadways (Jimmie Mayfield and the Highway 92 Connector) and along Perry Creek linking major open spaces.
- d. Existing Zoning vs. Proposed Zoning

Property Owner	Commercial (Ac.)		Office/Institutional (Ac.)		Residential (Ac.)		Open Space (Ac.)	
	Exist. Zoning	Current Proposal	Existing Zoning	Current Proposal	Existing Zoning	Current Proposal	Existing Zoning	Current Proposal
<b>Rolader</b>	64.1	61.6	0.0	14.0	117.0	89.7	0.0	15.8
<b>Simpson</b>	0.0	23.7	0.0	5.0	53.2	19.5	0.0	5.0
<b>Meeks</b>	32.9	32.9	0.0	0.0	0.0	0.0	0.0	0.0
<b>Total</b>	97.0	118.2	0.0	19.0	170.2	109.2	0.0	20.8

#### **4. Transportation and Circulation:**

To mitigate the impact of traffic in the Southside area, a network of inter-parcel connections has been created in the master plan, allowing patrons to walk, bike or drive between various parcels without accessing major roadways. Through the inter-parcel connections, potential congestion on Highway 85, the 92 Connector and Jimmie Mayfield can be reduced. As this report is published, URS Corporation is completing a traffic analysis of the Southside Master Plan and will make recommendations on further reducing the impact of traffic in the Southside area. The analysis will outline base level traffic data at key locations and will include a model, based upon likely traffic patterns.

- a. Inter-parcel streets are to be constructed throughout the Southside area.
- b. Conceptual analyses by URS relate that the total number of daily trips is approximately 8,500 trips less under the proposed master plan (assuming that the Simpson parcel is developed) than under the current zoning. With the existing zoning pattern, likely development would generate approximately 63,282 vehicular trips a day. The proposed plan is expected to generate approximately 54,730 vehicular trips a day. These statistics are based on ITE trip generation rates for the uses included in the plan and are for illustration purposes. Trip generation rates are based on national standards developed from actual projects within the last several years.
- c. Jimmie Mayfield/Jeff Davis Connector Road would be a limited access road and constructed by developers as properties are developed. This road will develop regardless of input by the City due to several property owners being landlocked

in the County. Right-of-way for the road should be granted with the execution of the development agreement. As a "limited access road," no driveways or lots may front the road. The Connector Road is included in the draft Fayette County Transportation Plan Update.

- d. Paths, bikeways and greenways will be required to connect residential, office and commercial areas to further minimize traffic impact (requested by Fayette County as well).
- e. To mitigate existing congestion for subdivisions south of the study area, a signal is proposed for the intersection of Hilo Road at Highway 92. Southside property owners/developers will be asked to contribute financially to the placement of this signal. The City will work with the County and GDOT to have the signal installed.
- f. Concordia Properties, LLC would assume responsibility for planned improvements to the Ramah Road/Redwine Road Intersection.
- g. The City would plan for and fund improvements to Jimmie Mayfield/Highway 92 Intersection including extra through lanes and turn lanes, based on the URS traffic analysis, through the City's Impact Fee Program.
- h. Developers would fund and construct all site-specific transportation improvements (e.g. curb cuts, accel/decel lanes, etc.) as required by the City and Georgia DOT.

## **5. Environmental Conditions:**

Throughout the Southside Master Plan process, environmental concerns, particularly water and sewer quality and service have been discussed. In coordination with the Southside Master Plan, the City of Fayetteville is completing a Watershed Management Plan to minimize degradation to existing streams and to protect downstream properties from flooding. Under the existing or proposed zoning plans, this watershed plan would be advisable.

In order to promote watershed management, the property owners and developers involved in the Southside Master Plan have agreed to protect Perry Creek as a perennial stream (despite its official status as an intermittent stream by the USGS) and to provide additional open spaces along the Creek and Jimmie Mayfield.

- a. Water and Sewer Service:
  - i. The City has available capacity to provide adequate water and sewer service to this area.
  - ii. The entire Southside area is within the City Water Service area. Additionally, the City has an Intergovernmental Agreement with Fayette County to provide service in specific areas. Thus, service will be provided in the future to the Simpson property regardless of whether it is within the city limits or unincorporated Fayette County.
  - iii. Plans are underway to expand the Wastewater Treatment Plant. The current facility is expected to meet the City's needs through 2007-2010.
  - iv. The entire Southside area would be better served on a public sewerage system from an environmental standpoint according to consulting engineers, reducing septic use in the area.

- b. Storm Water Quality:
  - i. Rather than a piecemeal approach (development-by-development), a Master Stormwater Basin Study is being pursued by the City.
  - ii. Perry Creek will be protected with a 100-foot stream buffer and a 150-foot impervious surface limitation even though not required under existing regulations. Under current regulations a 25-foot setback would be required for Perry Creek as an intermittent stream.

## **6. Schools Impact:**

As part of the Southside Master Plan process, multiple conversations were held with officials from the Fayette County School System including the Superintendent of Schools. Originally a letter from the Superintendent was issued asking for a donation of 20 acres of land for a school site within the Southside Master Plan area. As the master plan was developed the need for additional schools capacity was reevaluated and follow-up discussions were held with Fayette County Schools officials.

Based on the proposed master plan and planning already underway by Fayette County Schools, the donation of a school site is not necessary at this time.

- a. The Fayette County Board of Education (BOE) evaluated the initial development plan proposal, which included more commercial area and a higher number of housing units than the current proposal, and determined that this development would have no unplanned impact on the school system.
- b. The BOE has plans for a new school between East Fayette Elementary and the new Sarah Harp Minter School. No current time frame has been provided for this school. The school system did request that approximately 20 acres of property be designated or set aside by the property owners or developers of the Southside Master Plan for a new elementary school site. Southside property owners/developers have no desire to donate property at no cost, but may be willing to set aside land for community uses, which could be purchased by a local organization or institution.
- c. 2000 Census figures for the City of Fayetteville indicate an average household size of 2.58 persons with .74 persons per household under 19 years of age. Per City of Fayetteville household, .17 persons are under 5 years of age, .20 persons are between 5-9 years of age, .20 persons are between 10-14 years of age and .17 persons are between 15-19 years of age. Based on these figures and the proposed 285 residential units included in the Southside Master Plan, the following populations of school aged children are projected within the Southside study area:

<b>Population Range</b>	<b>Persons Per Unit</b>	<b>Existing Zoning Projected Population</b>	<b>Proposed Plan Projected Population</b>
Total Population	2.58	830.8	735.3
Under 5 Years	.17	54.74	48.45
5 to 9 Years	.20	64.40	57.00
10 to 14 Years	.20	64.40	57.00
15 to 19 Years	.17	54.74	48.45

- d. Based on the above analysis, it does not appear that a new school is warranted based solely on new development in the Southside area. Additionally, it should be noted that the proposed residential acreage and number of housing units are significantly less than what would likely develop under the current zoning.

## **7. Annexation:**

As part of the Southside Master Plan, annexation of the Simpson parcel by the City of Fayetteville is recommended. This recommendation is based on the parcel's existing condition as an island within the City of Fayetteville, the likelihood of the area accommodating commercial/retail facilities and the likelihood of city water/sewer services being extended to the parcel as a matter of practice.

- a. Georgia Code Title 36 authorizes the unilateral annexation of unincorporated islands to prevent service delivery confusion between cities and counties. The Simpson property is an unincorporated island.
- b. Fayette County and all municipalities within the County adopted the Annexation Dispute Resolution Agreement in 1999. This Agreement defines the process that each jurisdiction shall use associated with any annexation.
- c. The City of Fayetteville notified Fayette County on April 19, 2002 of the 53.17 Simpson annexation request. Fayette County responded to the City of Fayetteville on May 13, 2002 that they had no objection to this annexation in as much that the property was already surrounded by the incorporated limits of Fayetteville. The County did request that a transportation study be completed and that pedestrian access from residential areas to commercial centers be included as proposed by the current plan.

## **8. City Facilities and Services:**

Public services, health and safety were also addressed through the Southside Master Plan process.

- a. The City's Five-Year Plan addresses the capital, operational and personnel needs of the City. The Fayetteville Fire Chief and Police Chief were interviewed as part of this Task Force, both stating that adequate resources were available to meet the needs of potential development in the Southside area.
- b. A new Police Station, Municipal Court Facility, Fire Station and personnel additions are planned in the future for the City of Fayetteville as part of the Five-Year Plan.

## **Conclusions**

Based on the stakeholder interviews with city officials, landowners, developers and area residents and four Southside Taskforce meetings, the land use plan and conceptual site plan for the Southside Master Plan are presented for endorsement by the Southside Taskforce and approval by the City of Fayetteville City Council. With the approval of this plan, the development agreement between the City of Fayetteville and affected property owners should be developed and signed to complete the master plan process. This master plan provides the

following benefits over the existing zoning pattern for the City of Fayetteville, residents of the City and residents of unincorporated Fayette County:

- a. No increase in the total amount of acreage zoned for commercial purposes within the existing city limits and no net increase in the amount of commercial building area that would likely be built in the Southside area. Additionally, development and architectural controls shall be placed on commercial development in the Southside Master Plan area to create the best environment possible and to reinforce the notion of a neighborhood-oriented commercial district.
- b. A reduction in the total number of acres zoned for residential uses and a reduction in the total number of housing units that may be built in the Southside Master Plan area.
- c. A wider variety and limited supply of housing types, encouraging higher sale and resale prices for housing in the Southside area.
- d. The addition of approximately 20 acres of useable open space, a greenway system and pedestrian and bicycle/pedestrian paths throughout the Southside area.
- e. Additional traffic improvements based on a traffic analysis under development by URS Corporation and an enhancement of the existing roadway system through inter-parcel connectivity.
- f. Preservation of Perry Creek north of the Highway 92 Connector.
- g. Development of a Master Storm Water Basin Study to minimize stream degradation and protect downstream properties from flooding.
- h. A reduction in the total number of likely school-aged children and thus the impact on the Fayette County School System in the Southside area.

The Planning Team in conjunction with City of Fayetteville officials recommends that this plan be endorsed by the Southside Taskforce and presented to the City Council on December 19, 2002.